

INTRODUCTION

Grand Staircase-Escalante National Monument was established on September 18, 1996 when President Clinton issued a Proclamation (Appendix 1) under the provisions of the Antiquities Act of 1906 (Appendix 2). Pursuant to the Proclamation, this Proposed Management Plan and Final Environmental Impact Statement (PMP/FEIS) (hereinafter referred to as the Plan or Proposed Plan) sets forth the general vision and objectives for management of public lands and associated resources within Grand Staircase-Escalante National Monument.

SETTING

The Monument covers about 1,870,800 acres of Federal land in south-central Utah (Map 1.1). There are approximately 15,000 acres of land within the Monument boundary that are privately owned. Approximately 68 percent of the Monument is in Kane County, while the remaining 32 percent is in Garfield County. About 49 percent of Kane County and 18 percent of Garfield County lie within the Monument boundary. The Monument is primarily surrounded by Federal lands. Dixie National Forest borders the Monument to the north, Capitol Reef National Park on the east, Glen Canyon National Recreation Area on the east and southeast, Bryce Canyon National Park on the northwest, and other Bureau of Land Management (BLM) administered lands on the south and west. Kodachrome Basin State Park also adjoins the Monument.

Since designation of the Monument and the publication of the Draft Management Plan/Draft Environmental Impact Statement (DMP/DEIS), there have been two Federal laws passed which have affected its size. In May 1998, Secretary of the Interior Babbitt and Utah Governor Leavitt negotiated a land exchange to transfer all State school trust lands within the Monument to the Federal government, as well as the trust lands in the National Forests, National Parks and Indian Reservations in Utah. On October 31, 1998 President Clinton signed the Utah Schools and Lands Exchange Act (Public Law 105-335) which legislated this exchange. The Utah Schools and Land Exchange Act resulted in the addition of 176,699 acres of State school trust lands and 24,000 acres of mineral interest to the Monument (Map 1.2). On October 31, 1998, President Clinton also signed Public Law 105-355. Section 201 of this law adjusted the boundary of the Monument by including certain lands (a one-mile wide strip north of Church Wells and Big Water) and excluding certain other lands around the communities of Henrieville, Cannonville, Tropic, and Boulder. This law resulted in the addition of approximately 5,500 acres to the Monument (Map 1.3).

PURPOSE AND NEED FOR ACTION

The Monument was created to protect a spectacular array of historic, biological, geological, paleontological, and archaeological objects. These treasures, individually and collectively, in the context of

the natural environment that supports and protects them, are the “Monument resources” discussed throughout this document.

The Proclamation, which is the principal direction for management of the Monument, clearly dictates that the BLM manage the Monument for “the purpose of protecting the objects identified.” All other considerations are secondary to that edict.

The Proclamation governs how the provisions of the Federal Land Policy and Management Act (FLPMA) will be applied within the Monument. FLPMA directs the BLM to manage public land on the basis of multiple use and “in a manner that will protect the quality of scientific, scenic, historic, ecological, environmental, air and atmospheric, water resources, and archaeological values.” The term “multiple use” refers to the “harmonious and coordinated management of the various resources without permanent impairment of the productivity of the land and the quality of the environment.” Multiple use involves managing an area for various benefits, recognizing that the establishment of land use priorities and exclusive uses in certain areas is necessary to ensure that multiple uses can occur harmoniously across a landscape.

The Proclamation, FLPMA, the National Environmental Policy Act (NEPA), and other mandates provide the direction for the preparation of a management plan for the

Monument. Within this guidance, many decisions remain about how best to protect Monument resources and address the major issues surrounding Monument management. The Presidential Proclamation directed the Secretary of the Interior to prepare a plan in order to begin making those decisions. This Proposed Plan would guide management activities within the Monument and provide for the protection of Monument resources. It proposes to do so in a manner that creates opportunities for public discovery and education, sets a precedence for progressive public land stewardship, incorporates input from the scientific community and the public at large, and reflects the National significance of these resources.

THE PROPOSED PLAN

The purpose of this Plan is to provide both a set of decisions outlining management direction and to create a framework for future planning and decision-making. Its scope is necessarily broad, since it is a general framework document that will guide the overall management of activities within the Monument, as well as the use and protection of Monument resources. As in the case of any resource management plan, subsequent site specific and more detailed planning will take place for certain geographic areas and resources within the Monument in conformance with this Management Plan. For example, this could include the management of outfitter and guide services in a given area or more specific integrated resource planning

in defined geographic areas. The most significant areas in which this Plan offers decisions include:

- C transportation and access
- C major and minor visitor facilities
- C cross-country vehicle travel
- C recreation
- C collection of objects
- C water quality
- C water developments
- C vegetation
- C scientific research activities
- C Wild and Scenic River recommendations

There are several areas for which major decisions have been deferred. For example, because Monument designation does not affect existing permits or leases for, or levels of, livestock grazing, grazing will ultimately be addressed after the completion of assessments for each grazing allotment and the preparation of new allotment management plans. Similarly, due to litigation and the timetable mandated by the Proclamation, this Plan does not offer recommendations for new Wilderness Study Areas or recommendations for legislative action regarding existing Wilderness Study Areas. Currently, the Utah BLM is undertaking a separate statewide planning process that will determine whether there will be any new WSAs in the Monument. This process is scheduled to be completed in the fall of 2000. This Plan also does not make specific decisions concerning valid existing rights that may be asserted in the future under various authorities. Instead,

as outlined in Chapter 2, the BLM will periodically verify the status of valid existing rights. When any action is proposed concerning these assertions, the BLM will analyze all potential impacts in order to provide a basis for decision making.

This Proposed Plan is presented in a condensed format and can be used in conjunction with the DMP/DEIS (published November 1998) to facilitate review. The description of the affected environment and detailed descriptions of alternatives contained in the DMP/DEIS, as well as some of the appendices, are referenced but not reproduced in the Proposed Plan. The description of the affected environment presented in the DMP/DEIS still represents the baseline from which this Plan was developed. In addition, portions of the environmental consequences analysis presented in the DMP/DEIS have been supplemented based on public comment and new information, and can be found in Chapter 5 of this Plan (see Comment/Response ACC-14). Acreages reported throughout this Plan were generated using a Geographic Information System (GIS) and may differ slightly from legal acreages.

PLANNING PROCESS

Figure 1.1 illustrates the steps in the planning process that have led to the publication of this Plan. Each of these steps is described in subsequent sections.

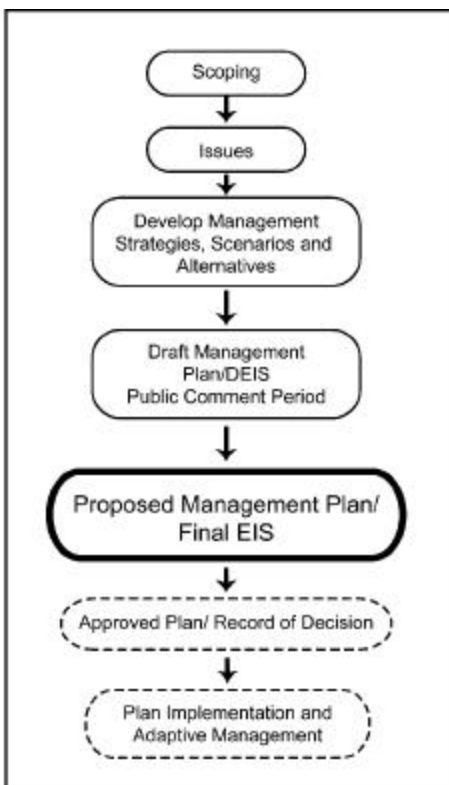


Figure 1.1 Overview of the Planning Process

SCOPING PROCESS

The first step in the planning process was to invite public participation. This “scoping” process provided for a wide range of public input on the significant issues to be addressed

in the Plan. The formal scoping period began with publication of the Notice of Intent to prepare a Management Plan, which appeared in the Federal Register on July 8, 1997 (Volume 62, No. 130, Pg. 36570).

The scoping process invited public input through a Visions Kit (a questionnaire), electronic mail, the Internet, and public workshops. Fifteen public workshops were held in seven states and Washington, D.C. between August 12 and October 16, 1997. Several thousand scoping comments were received, with comments coming from all 50 states and Washington, D.C.

ISSUES

One of the most important outcomes of the scoping process was the identification of the significant issues to be addressed in the Plan. For planning purposes, an “issue” is defined as a matter of controversy, dispute, or general concern over resource management activities, the environment, or land uses. In essence, issues help determine what decisions should be made in the Plan and what the environmental analysis must address (through an Environmental Impact Statement (EIS), as required by NEPA).

Based on the scoping comments and subsequent analysis and evaluation, seven integrated planning issues were identified and are listed below. In addition to the seven issues identified in scoping, the Plan addresses basic environmental and management issues

including air quality, water quality, and soils management.

The planning issues identified in scoping were:

Issue 1: How will Monument resources be protected?

The Presidential Proclamation establishing the Monument identified an array of scientific and historic objects to be protected. These geological, paleontological, archaeological, biological, and historic objects, individually and collectively, in the context of the natural environment that supports and protects them, are considered Monument resources.

The Proposed Plan identifies various ways of protecting such resources, including educating visitors, restricting access, setting research priorities, and restoring degraded ecological conditions. Chapter 2 outlines the management objectives for Monument resources and the decisions that protect these resources.

Issue 2: How will research associated with the Monument be managed?

Science and history are at the very heart of the Proclamation which established the Monument. Grand Staircase-Escalante National Monument provides an opportunity to explore ecosystems, and to conduct social, natural, cultural, and physical science studies.

Chapter 2 of this Plan outlines how the scientific agenda for the Monument would be determined, how research would contribute to the protection of resources, how access for researchers would be managed, and how research would interact with recreation.

Issue 3: How will Monument management be integrated with community plans?

Both local and Native American Indian communities near the Monument have contemporary and historic ties to lands within the Monument. These communities make a valuable contribution to our National heritage and to the quality of visitor experiences.

This Plan discusses the need for continued cooperation between the Monument and these communities. Decisions under the **Cooperation and Consultation** section in Chapter 2 highlight collaborative endeavors with Native American Indians, local communities, Counties, the State, and other Federal agencies.

Issue 4: How will people's activities and uses be managed?

The activities of visitors and other users are recognized as having a profound effect on the Monument environment as well as on local communities surrounding the Monument. Management of those activities is crucial in protecting Monument resources.

Decisions such as: where and what kind of interpretation and visitor services to provide,

how to manage uses such as rights-of-way, utility lines, outfitter and guide services, communication sites, and fuelwood cutting are all important elements of this Plan and can be found in Chapter 2. This Plan also addresses the treatment of valid existing rights in existence when the Monument was established.

Issue 5: What facilities are needed and where?

Facilities for the Monument include all structures for visitors, administration, and research.

This Plan identifies visitor facilities in gateway communities and identifies the zones where minor visitor facilities such as pullouts, parking areas, and trailheads could be located.

Issue 6: How will transportation and access be managed?

A network of routes and trails currently provides access to many areas of the Monument.

Proposed decisions in the **Transportation and Access** section of Chapter 2 identify the transportation network, maintenance activities, administrative routes and authorized users, a restoration strategy, trails, and an enforcement strategy.

Issue 7: To what extent is water necessary for the proper care and management of the objects of the Monument, and what further action is necessary to assure the availability of water?

The Proclamation directed the Secretary of the Interior to address "the extent to which water is necessary for the proper care and management of the objects of this monument and the extent to which further action may be necessary, pursuant to Federal or State law, to assure the availability of water."

The **Water** section in Chapter 2 outlines the BLM's objectives with respect to water resources within the Monument. The section also addresses strategies for assuring water availability and water quality.

DEVELOPMENT OF MANAGEMENT STRATEGIES AND ALTERNATIVES

Defining the planning issues was the first step toward narrowing the scope of possible actions that would be carried forward into the planning process. Management strategies aimed at providing viable options for addressing the planning issues were then developed. The management strategies provided the building blocks from which the general management scenarios, and eventually, the more detailed management alternatives, were developed. The result of this process was the range of management alternatives provided in the DMP/DEIS.

Map 1.1: Land Status

- Principal Communities
- Monument Boundary
- Highways 89 & 12
- Other Roads
- BLM
- Forest Service
- Indian Lands
- National Park Service
- Private
- State

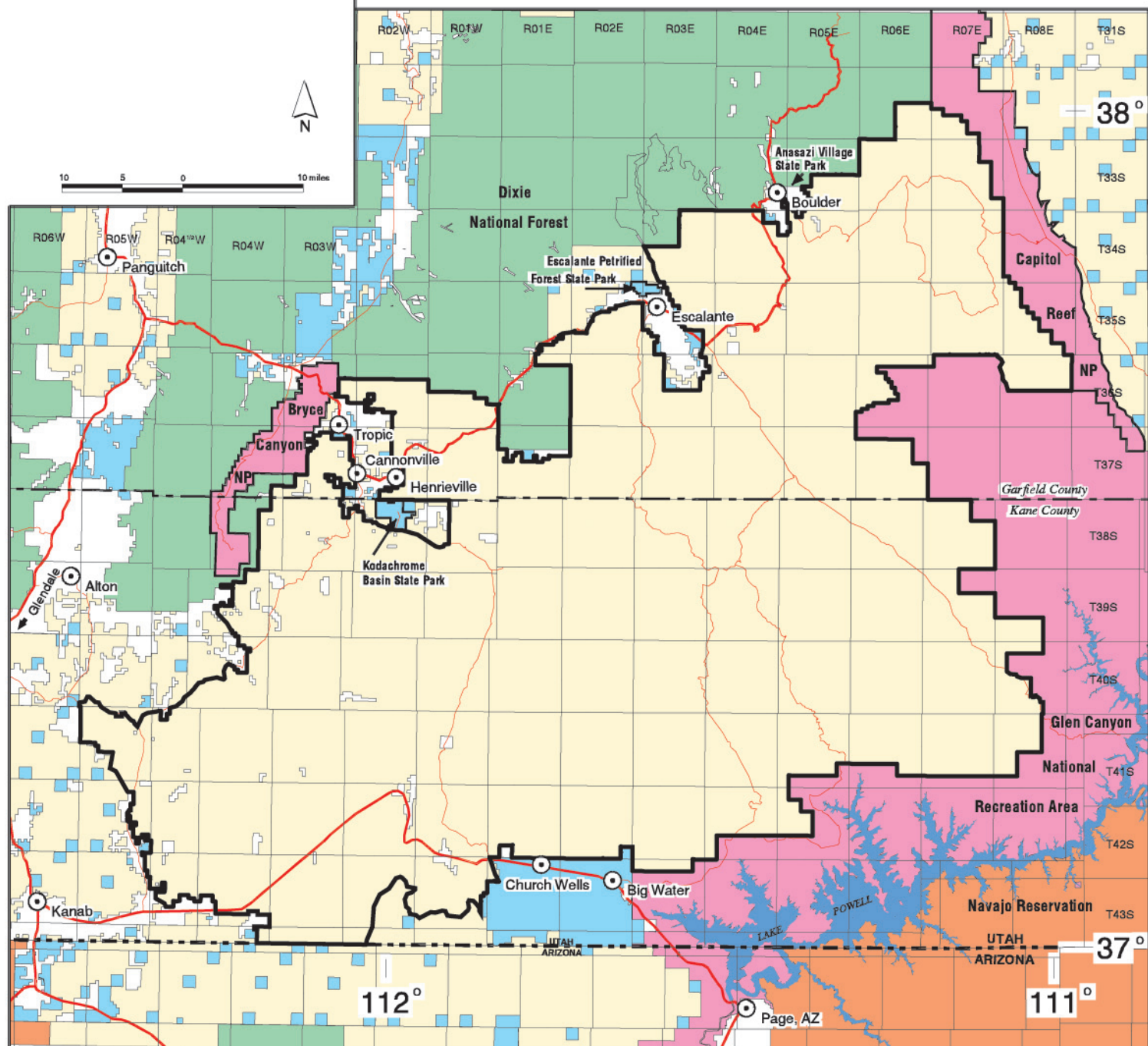


Location Map

Data has been gathered from a variety of sources and has been integrated to provide a planning context. The data shown outside the Monument may not have been verified. This map represents available information, and should not be interpreted to alter existing authorities or management responsibilities.



Produced by
Grand Staircase-Escalante
National Monument
1999



Map 1.2: Land Acquired in State Institutional and Trust Lands Administration Land Exchange

- Principal Communities
- ▬ Monument Boundary
- ▬ Highways 89 & 12
- ▬ Other Roads
- BLM
- Former SITLA Lands
- Private Land

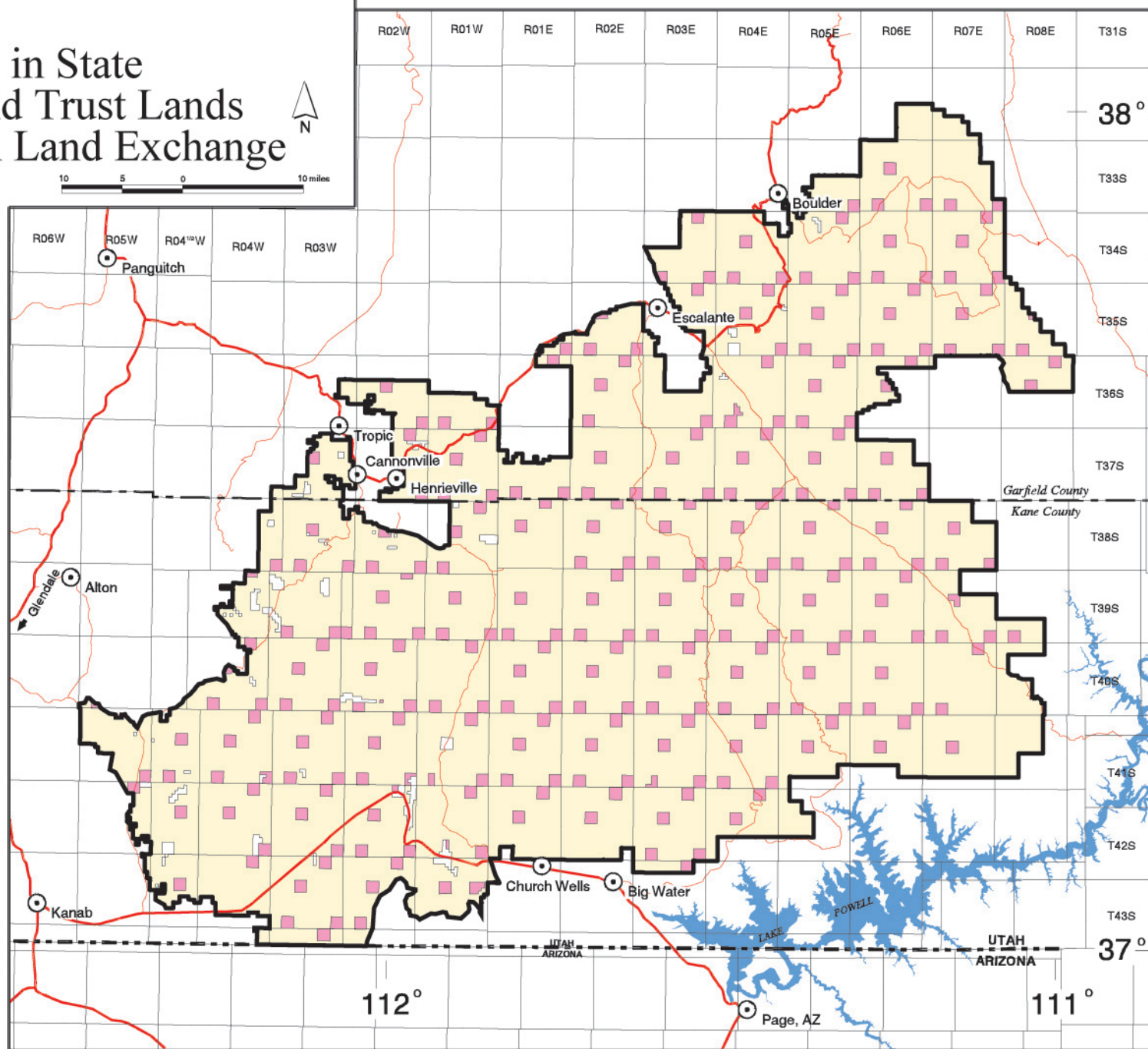


Location Map

Data has been gathered from a variety of sources and has been integrated to provide a planning context. The data shown outside the Monument may not have been verified. This map represents available information, and should not be interpreted to alter existing authorities or management responsibilities.



Produced by
Grand Staircase-Escalante
National Monument
1999



Map 1.3: Boundary Adjustments

- Principal Communities
- Monument Boundary
- Highways 89 & 12
- Other Roads
- Original Monument Boundary
- Adjusted Monument Boundary
- Lands No Longer Within Monument
- ▨ Lands Acquired

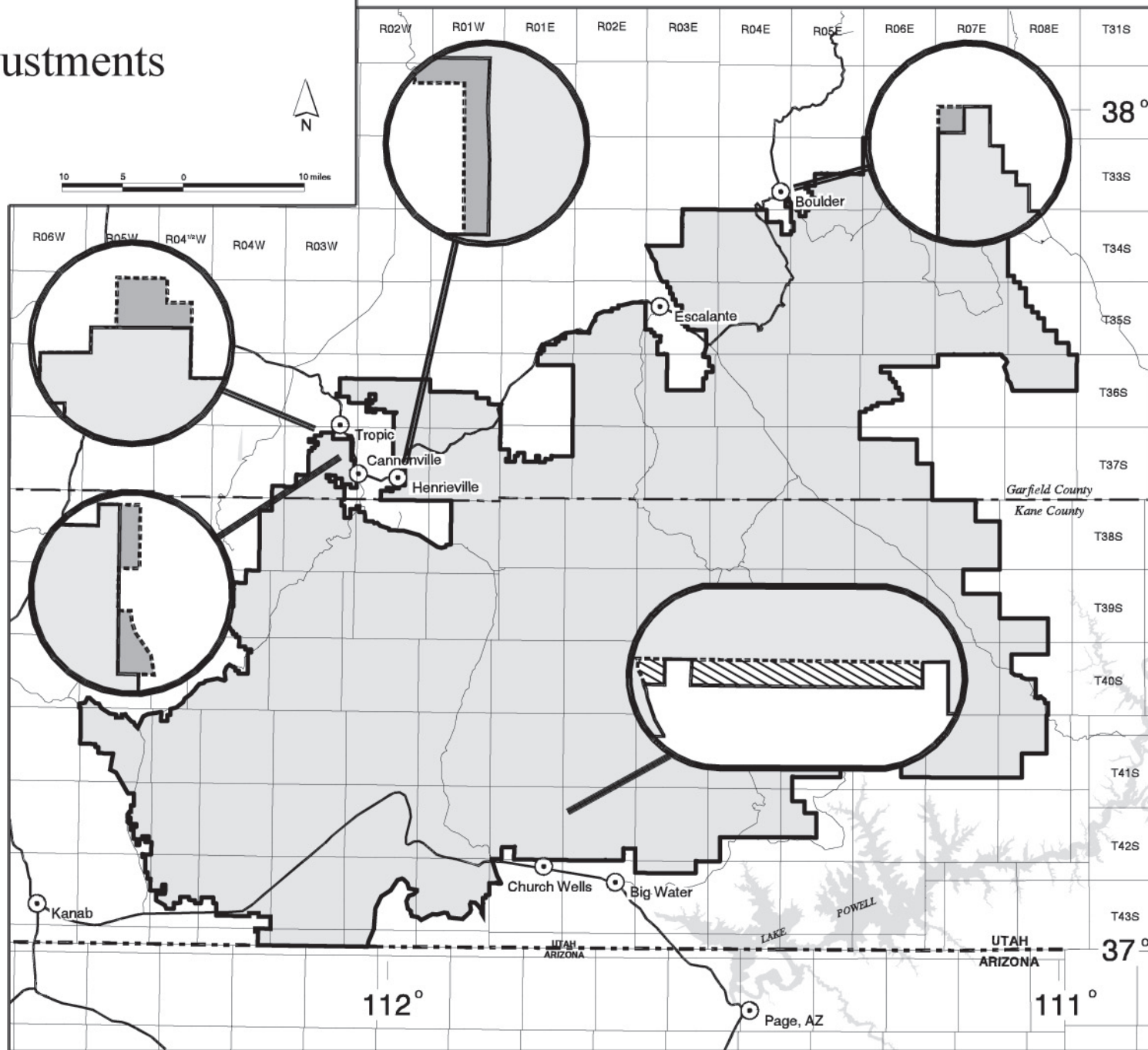


Location Map

Data has been gathered from a variety of sources and has been integrated to provide a planning context. The data shown outside the Monument may not have been verified. This map represents available information, and should not be interpreted to alter existing authorities or management responsibilities.



Produced by
Grand Staircase-Escalante
National Monument
1999



DRAFT AND PROPOSED MANAGEMENT PLANS

Five alternatives for the management of the Monument, including a “No Action” Alternative, are described in the Draft Management Plan and Draft Environmental Impact Statement published in November 1998.

Alternatives B, C, D, and E describe various ways the provisions of the Proclamation would be applied to direct management of the Monument. Each alternative has a somewhat different emphasis, primarily defined in terms of resource focus, but all afford the high degree of protection for Monument resources required by the Proclamation. As a result, the range of alternatives presented in the DEIS is narrower than in standard BLM environmental impact statements. The DEIS represent a full range of the alternatives possible within the parameters of the Proclamation.

Alternative A, the No Action Alternative, describes the continuation of the interim management of the Monument, in which the provisions of the Proclamation and the Interim Guidance issued by the Director of the BLM are applied. This alternative does not refer to the management that was in place prior to Monument designation, but instead assumes the continuation of the interim management, initiated subsequent to designation and prior to the preparation of the Proposed Plan.

A 120-day public comment period followed the publication of the Draft Plan, and open house meetings were held throughout the West and in Washington D.C. between December 1, 1998 and January 12, 1999. Over 6,800 comment letters were received on the Draft Management Plan (see Chapter 5 for a detailed discussion of public input).

This document describes the Proposed Plan for the Monument. It is drawn from the alternatives laid out in the Draft Plan, applicable public comment, and management direction. A comparative summary of the planning alternatives addressed in the Draft Management Plan and the Proposed Plan presented in this document is provided in Table 1.1 at the end of this chapter.

IMPLEMENTATION AND PLAN MAINTENANCE

During the life of the Approved Plan, the BLM expects that new information gathered from field inventories and assessments, research, other agency studies, and other sources will update baseline data or support new management techniques and scientific principles. To the extent that such new information or actions address issues covered in the Plan, the BLM would integrate the data through a process called plan maintenance or updating. This process includes the use of an adaptive management strategy. As part of this process, the BLM would review management actions and the Plan periodically to determine whether the objectives set forth in this and

other applicable planning documents are being met. Where they are not being met, the BLM would consider adjustments of appropriate scope. Where the BLM considers taking or approving actions which would alter or not conform to overall direction of the Plan, the BLM would prepare a plan amendment and environmental analysis of appropriate scope in making its determinations and in seeking public comment. A more detailed discussion of implementation and the use of adaptive management is included in Appendix 3.

SUMMARY OF PLANNING CRITERIA AND CONSIDERATIONS

Legal requirements and directives governing the planning process were considered in developing the framework for the Draft and Proposed Management Plans. The following is a summary of key planning considerations.

PROCLAMATION

The Presidential Proclamation (Proclamation 6920, September 18, 1996):

The Proclamation (Appendix 1), enacted under the Antiquities Act of 1906 (Appendix 2), established the Monument, described the purposes of the Monument, and made certain provisions for its management, including the following:

- C Federal lands within the Monument are withdrawn from new mineral location or mineral leasing.

- C Federal lands within the Monument boundaries will remain in public ownership, unless exchanged for lands that would further protect Monument resources.
- C Establishment of the Monument is subject to valid existing rights.
- C Establishment of the Monument does not diminish the responsibility and authority of the State of Utah for management of fish and wildlife, including regulation of hunting and fishing, on Federal lands within the Monument.
- C Livestock grazing shall continue to be governed by applicable laws and regulations other than the Proclamation.
- C Existing withdrawals, reservations, or appropriations are not revoked by the Proclamation, but such uses must be managed to protect Monument resources.
- C Water is not reserved as a matter of Federal law. The Plan must address the extent to which water is necessary for the proper care and management of the objects of the Monument and the extent to which further action may be necessary pursuant to Federal or State law to assure the availability of water.

FEDERAL LAND POLICY AND MANAGEMENT AND NATIONAL ENVIRONMENTAL POLICY ACTS

The Federal Land Policy and Management Act of 1976, as amended, and the National Environmental Policy Act of 1969, as amended:

Development of the Management Plan is guided by the legal authority found in FLPMA and NEPA. In developing land use plans, FLPMA and NEPA require that the BLM use an interdisciplinary approach and provide opportunities for public involvement and interagency coordination. In addition, FLPMA requires land use plans to:

- C consider the present and potential uses of the public lands
- C consider the scarcity of values involved
- C rely on public lands inventories
- C comply with pollution-control laws
- C manage Wilderness Study Areas to ensure that their potential wilderness values are not impaired

Both NEPA and FLPMA require the BLM to provide the public with information about the effects of implementing land use plans.

Since the passage of FLPMA, the BLM has identified certain areas for Wilderness review. These areas, called Wilderness Study Areas (WSAs) and Instant Study Areas (ISAs), have been managed under the BLM's Interim Management Policy and Guidelines for Lands Under Wilderness Review (IMP) (BLM Manual H-8550-1) since they were identified

(Map 2.8 in Chapter 2). The objective of the IMP is to manage those lands such that their suitability for designation as Wilderness is not impaired. The WSAs and ISAs within the Monument will continue to be managed under the IMP, and the Monument Management Plan will only be carried out to the extent that it does not conflict with the IMP, unless action is taken by Congress. If Congress decides not to designate any WSA lands as wilderness, those lands would then be managed under the provisions of the Monument Management Plan. The evaluation of additional lands for WSA status is outside the scope of this Plan (see Chapter 2 **The 1999 Utah Wilderness Inventory and Section 202 Planning Process** for a more detailed discussion).

PLANNING CRITERIA

In addition to the planning considerations of the Proclamation and FLPMA, the BLM planning regulations (43 CFR 1610) require preparation of planning criteria to guide development of all resource management plans. Planning criteria ensure that plans are tailored to the identified issues and ensure that unnecessary data collection and analyses are avoided. Planning criteria are based on applicable law, agency guidance, public comment, and coordination with other Federal, state and local governments, and Native American Indian tribes.

The planning criteria used in developing the Grand Staircase-Escalante National Monument Management Plan are listed below. These

reflect the criteria established prior to the development of the Draft Plan. Updates or new circumstances are included in brackets.

- C The Plan will be completed in compliance with FLPMA and all other applicable laws. It will meet the requirement of the Proclamation to protect the objects of geological, paleontological, archaeological, historic, and biological value within the Monument. However, the full extent of the Monument's resources are not yet known.
- C The Monument Planning Team will work cooperatively with the State of Utah, tribal governments, county and municipal governments, other Federal agencies, and all other interested groups, agencies and individuals.
- C The Plan will establish the guidance upon which the BLM will rely in managing the Monument.
- C The planning process will include an Environmental Impact Statement which will comply with National Environmental Policy Act standards.
- C The Plan will emphasize the scientific and historic resources of the Monument. It will also identify opportunities and priorities for research and education related to the resources for which the Monument was created. In addition, it will describe an approach for incorporating research into management actions.
- C Due to the size of the Monument, the number of entry points, the importance of emphasizing local community involvement

in visitor services, the need to assure managerial efficiencies, and the overwhelming response during scoping, the Plan will assume that a single large scale office/visitor center is neither feasible nor desirable. Major facilities and services, whenever possible, will be located in nearby communities, outside the Monument boundaries, with locations based upon considerations such as the social, economic, and infrastructure factors in surrounding communities, as well as the need to facilitate effective management.

- C The Plan will set forth a framework for managing recreational activities in order to provide for enjoyment of visitor experiences consistent with the Proclamation.
- C The Plan will recognize valid existing rights within the Monument and review how valid existing rights are verified. The Plan will also outline the process the BLM will use to address applications or notices filed after completion of the Plan on existing claims or other land use authorizations.
- C The management of grazing is regulated by laws and regulations other than the Proclamation. The Plan will incorporate the statewide standards and guidelines recommended by the Utah Bureau of Land Management Resource Advisory Council and accepted by the Secretary of the Interior. It will lay out a strategy for ensuring that proper grazing practices are

followed within the Monument. In addition, the Plan will outline the subsequent NEPA and decision making processes that the BLM will follow to manage grazing within the Monument.

- C The Plan will directly involve Native American Indian tribal governments by providing strategies for the protection of recognized traditional uses.
- C The lifestyles of area residents, including the activities of grazing and hunting, will be recognized in the Plan.
- C The Monument Plan will not address boundary adjustments. Boundaries were established by the President and cannot be adjusted administratively. [Since the DMP/DEIS was published, the boundary of the Monument was adjusted under Public Law 105-355.]
- C The Monument Plan will recognize the State's responsibility and authority to manage wildlife, including hunting and fishing, within the Monument.
- C Resolution of the State land inholding issue is a priority for the Department of the Interior and the BLM, and is being addressed separately from the Management Plan. Both State and private inholdings within the Monument are covered by the analysis in this document, although this draft document does not propose decisions for acquisition or management of these lands. If the BLM acquires these lands, they will be managed consistent with the Plan, subject to any constraints associated with the acquisition. [Note: Since the

DMP/DEIS was published, the State lands and mineral interests within the Monument

have been acquired by the BLM under the Utah Schools and Land Exchange Act (Public Law 105-335).]

- C The Plan will address transportation and access, and will identify where better access is warranted, where access should remain as is, and where decreased access is appropriate to protect Monument resources and manage visitation.

SIGNIFICANT EVENTS AND CHANGES SINCE PUBLICATION OF THE DRAFT PLAN

CHANGES IN MANAGEMENT SITUATION

Several events since publication of the DMP/DEIS have improved both the Monument management situation and the ability of the BLM to implement the direction outlined in the Proclamation. These events have also reduced the number of potentially serious conflicts. First and most important, the Utah Schools and Land Exchange Act, signed into law in October 1998, resulted in the conveyance to the Federal government of all State school trust lands within the Monument, in exchange for public lands and interests in lands elsewhere in Utah (Map 1.2). Unlike the Federal lands in the Monument, school trust lands were to be managed for economic development, creating the risk that

development on trust lands could have harmed Monument resources. Resolution of the longstanding and contentious state inholding issue ensures that over 175,000 acres of former State inholdings will be managed for Monument purposes, subject to valid existing rights.

Another law passed in October 1998 (Public Law 105-355), adjusted the boundaries of the Monument to include certain lands (a one-mile strip north of Church Wells and Big Water) containing important resources such as valuable archeological artifacts and paleontological objects (Map 1.3). This Act also resolved one minor trespass and other boundary issues around the communities of Henrieville, Cannonville, Tropic, and Boulder. These minor boundary adjustments resolved several issues of concern to local communities, preventing potential management conflicts in the future.

Based on overwhelming public input that emphasized local community involvement in visitor services, it was proposed in the DEIS that major facilities and services be located in nearby communities, outside the Monument boundary. Since publication of the DEIS, the BLM and local communities have agreed on which communities would host certain visitor facilities (see Chapter 2 **Visitor Facilities in the Gateway Communities** for a discussion of these proposed locations). While precise locations within the communities are yet to be finalized (issues such as the availability of infrastructure, and economic considerations

remain), the decision to locate these facilities within the communities significantly contributes to the protection of resources by focusing economic development, services, and associated infrastructure outside Monument boundaries.

CHANGES BETWEEN THE DRAFT AND PROPOSED PLAN

The BLM is committed to providing opportunities for meaningful public participation in all resource management planning processes. Since publication of the Draft Plan, over 6,800 comments have been received. These comments contained valuable input and were carefully considered, along with internal recommendations and new information, to modify the Preferred Alternative laid out in the Draft Management Plan. The nature of these changes fall generally into three categories: clarifications, technical corrections, and policy decision changes.

Many of the changes between the Draft and Proposed Plans are clarifications based on misunderstandings or requests for more information. Clarifications and additional information have been provided to more fully explain what was intended in the Draft Plan. For example, limitations on the overall numbers of visitors (allocations) were referred to in the Draft as a tool available to protect resources in certain zones. The Proposed Plan provides more detail on what those allocations would entail and how decisions on allocations

would be made. Other examples are the Advisory Committee and Adaptive Management Process referred to in the Draft Plan. This Plan provides a more detailed discussion on the make-up of the committee and a detailed description of how adaptive management would function in implementation of this Plan (Appendix 3).

A few changes or modifications of policy decisions have been made to the Preferred Alternative in order to arrive at this Proposed Plan. These changes are drawn from other alternatives analyzed in the DEIS and are based on public comment and new information. One important example is zone boundaries. Zones boundaries were refined based on topographical and dominant terrain considerations, and the Burr Trail was moved from the Frontcountry to the Passage Zone. These changes altered the percentages of each zone. Another example is group size. Group size limits have been altered in all zones. One change was to eliminate group size limits in the Frontcountry Zone, because this zone would be the focal point for visitors and is along major highways where bus tours and other large groups will see the Monument. Group size limits on these highways are not consistent with the intent to focus visitation on the periphery of the Monument in these areas. Group size limits were also altered in the other zones in order to accommodate long time uses and to make the Primitive Zone consistent with similar zones on adjacent National Park units. These group sizes are considered consistent with the protection of resources,

and allocations of overall number of visitors or other tools would be used to protect resources if needed. A third example is filming. Instead of allowing commercial filming in some zones and prohibiting it in others (as outlined in the Preferred Alternative), this Plan would allow minimum impact filming in all zones. This would allow for documentary or very low impact filming that is consistent with the protection of Monument resources and the other prescriptions for the zones, but would prohibit all filming that could detrimentally impact Monument resources.

Other changes made since publication of the Draft Plan include technical corrections such as errors in addition, inaccuracies in maps, and other errors. These items raised in public comments or found internally are corrected in the **Errata** found at the end of this document.

Table 1.1 provides a comparison summary of the decisions in each of the alternatives in the DEIS and the decisions in the Proposed Plan. Because the acreage contained in the Monument has changed between the Draft and the Proposed Plans for the reasons explained previously, comparisons are provided as a percentage of total acres. Even though many decisions did not change between the Preferred Alternative in the DEIS and the Proposed Plan (e.g., campfires, trail construction), zone percentages differ slightly between the two due to zone boundary refinements.

WHAT'S NEXT IN THE PLANNING PROCESS

Upon publication of this Plan, a 30-day protest period and a 60-day Governor's Consistency review will be held (Protest Procedures are outlined at the beginning of this document). The Record of Decision (ROD) and the Approved Management Plan will then be prepared. Approval will be withheld on any portion of the Proposed Plan under protest until final action has been completed on any protests. Distribution of the ROD/Approved Plan is expected to occur in the Fall of 1999.



Table 1.1
Alternative Comparison

(This is a comparative summary of the Proposed Plan and the Draft Planning Alternatives. More detail on Alternatives A through E can be found in the Draft Management Plan/Draft Environmental Impact Statement, published November 1998. More detail on the decisions in the Proposed Plan can be found in Chapter 2 of this document.)

	Proposed Plan (FEIS)	Alternative A (DEIS - No Action)	Alternative B (DEIS - Preferred)	Alternative C (DEIS)	Alternative D (DEIS)	Alternative E (DIES)
Zones	Frontcountry 4% Passage 2% Outback 29% Primitive 65%	no zones	Frontcountry 7% Passage 2% Outback 30% Primitive 61%	Intensive 9% Management Research 21% Transition 14% Landscape Research 56%	Enhanced 7% Rustic 10% Remote 83%	Scenic Highways 2% Rural 2% Backcountry 9% Foot and Hoof 22% Primitive Motorized 25% Primitive 40%
Air quality	C continue to be managed as a Prevention of Significant Deterioration Class II area	C continue to be managed as a Prevention of Significant Deterioration Class II area	C continue to be managed as a Prevention of Significant Deterioration Class II area	C continue to be managed as a Prevention of Significant Deterioration Class II area	C pursue obtaining a Prevention of Significant Deterioration Class I redesignation	C continue to be managed as a Prevention of Significant Deterioration Class II area
Campfires	C allowed in designated fire grates, pits, or mandatory fire pans on 6% C allowed, fire pans encouraged on 93% C not allowed on 1%	C allowed on 100 %	C allowed in designated fire grates, pits, or mandatory fire pans on 9% C allowed, fire pans encouraged on 90% C not allowed on 1%	C allowed on 43% C not allowed on 57%	C allowed in designated fire grates, pits, or mandatory fire pans on 99% C not allowed on 1%	C allowed in designated fire grates, pits, or mandatory fire pans on 4% C allowed, fire pans encouraged on 95% C not allowed on 1%
Camping	C dispersed camping allowed on 94% C designated areas only on 6%	C dispersed camping allowed on 100%	C dispersed camping allowed on 93% C designated areas only on 7%	C dispersed camping allowed on 99% C designated areas only on 1%	C dispersed camping allowed on 99% C designated areas only on 1%	C dispersed camping allowed on 100%
Communication sites	C allowed on 6% C allowed on 29% where no other reasonable location exists C allowed on 65% only for safety purposes and only where no other alternative exists	C allow only where necessary on 100%	C allowed on 9% C allowed on 91% where no other reasonable location exists	C considered on a case-by-case basis on 30% C not allowed on 70%	C allowed on 7% C not allowed on 93%	C allowed on 38% C not allowed on 62%

Table 1.1
Alternative Comparison

(This is a comparative summary of the Proposed Plan and the Draft Planning Alternatives. More detail on Alternatives A through E can be found in the Draft Management Plan/Draft Environmental Impact Statement, published November 1998. More detail on the decisions in the Proposed Plan can be found in Chapter 2 of this document.)

	Proposed Plan (FEIS)	Alternative A (DEIS - No Action)	Alternative B (DEIS - Preferred)	Alternative C (DEIS)	Alternative D (DEIS)	Alternative E (DIES)
Competitive and special events	C competitive events not allowed on 100% C special events may be approved, by permit, if they meet other zone requirements	C continue to manage permits approved in 1997 (2)	C not allowed on 100%	C allowed on 30% C not allowed on 70%	C allowed on 7% C not allowed on 93%	C allowed on 13% C not allowed on 87%
Filming	C minimum impact allowed on 100% if other zone restrictions are met	C allowed on 100%	C minimum impact allowed on 38% C not allowed on 62%	C not allowed on 100%	C minimum impact allowed on 7% C not allowed on 93%	C minimum impact allowed if used as an interpretive tool on 100%
Group size	C no group size limit on 4% C group size limit of 25 people on 31%, larger groups may be allowed by permit if criteria are met C 12 people and 12 animals on 65%, can get permit for the Paria River Corridor for up to 25 people C further restriction on group size could be implemented if resource damage is occurring	C no group size limit on 100% C recommended group size limit of 12 in Escalante Canyons	C group size limit of 25 people and/or animals on 9% C group size limit of 12 people and/or animals on 91%	C group size limit of 50 people and/or animals on 42% C group size limit of 12 people and/or animals on 58%	C group size limit of 25 people and/or animals on 7% C group size limit of 12 people and/or animals on 93%	C no limit on 2% C group size limit of 75 people and/or animals on 11% C group size limit of 12 people and/or animals on 87%

Table 1.1
Alternative Comparison

(This is a comparative summary of the Proposed Plan and the Draft Planning Alternatives. More detail on Alternatives A through E can be found in the Draft Management Plan/Draft Environmental Impact Statement, published November 1998. More detail on the decisions in the Proposed Plan can be found in Chapter 2 of this document.)

	Proposed Plan (FEIS)	Alternative A (DEIS - No Action)	Alternative B (DEIS - Preferred)	Alternative C (DEIS)	Alternative D (DEIS)	Alternative E (DIES)
GSENM Advisory Committee	C one advisory committee would be chartered under Federal Advisory Committee Act (FACA) to advise on science issues and the achievement of management objectives	C none existing	C a science advisory group would be chartered under FACA to advise on the Monument research program and its integration with Monument management C a Monument advisory group would be established after the Plan is completed to advise management on a variety of topics	C a Monument advisory group would be established after the Plan is completed to advise management on a variety of topics	C a Monument advisory group would be established after the Plan is completed to advise management on a variety of topics	C a Monument advisory group would be established after the Plan is completed to advise management on a variety of topics
Minor facilities (interpretative sites, picnic areas, etc.)	C allowed for a variety of purposes on 6% C not allowed except for resource protection on 29% C not allowed on 65%	C none identified, develop as needed	C allowed for a variety of purposes on 7% C not allowed except for resource protection on 32% C not allowed on 61%	C allowed for a variety of purposes on 30% C not allowed on 70%	C allowed for a variety of purposes on 7% C not allowed except for resource protection or visitor safety on 10% C not allowed on 83%	C allowed for a variety of purposes on 13% C not allowed on 87%
Outfitters and guides	C allowed if outfitter/guide activities are appropriate to the zone on 100%	C allow existing permits C no new permits	C allowed if outfitter/guide activities are appropriate to the zone on 100%	C allowed if outfitter/guide activities are appropriate to the zone on 86% C not allowed on 14%	C allowed if outfitter/guide activities are appropriate to the zone on 100% C some sites may require a guide	C allowed if outfitter/guide activities are appropriate to the zone on 100%

Table 1.1
Alternative Comparison

(This is a comparative summary of the Proposed Plan and the Draft Planning Alternatives. More detail on Alternatives A through E can be found in the Draft Management Plan/Draft Environmental Impact Statement, published November 1998. More detail on the decisions in the Proposed Plan can be found in Chapter 2 of this document.)

	Proposed Plan (FEIS)	Alternative A (DEIS - No Action)	Alternative B (DEIS - Preferred)	Alternative C (DEIS)	Alternative D (DEIS)	Alternative E (DIES)
Parking area and trailhead construction	C allowed for a variety of purposes on 6% C allowed only for resource protection on 29% C not allowed on 65%	C allowed, as needed, for resource protection	C allowed for a variety of purposes on 7% C allowed only for resource protection or visitor safety on 32% C not allowed on 61%	C allowed for a variety of purposes on 30% C not allowed on 70%	C allowed for a variety of purposes on 7% C allowed for resource protection or visitor safety on 10% C not allowed on 83%	C allowed for a variety of purposes on 38% C not allowed on 62%
Recreation use allocation	C could be implemented on 96% C would not allocate on 4%	C no allocations	C could be implemented on 93% C would not allocate on 7%	C could be implemented on 100%	C could be implemented on 100%	C could be implemented on 87% C would not allocate on 13%
Research - non-surfacing disturbing	C allowed and encouraged on 100% C permits required	C continue to support C continue to identify opportunities and priorities	C allowed and encouraged on 100% C permits required	C allowed and encouraged on 100% C permits required	C allowed and encouraged on 100% C permits required	C encouraged at visitor sites to protect resources and use as an interpretive tool on 35% C priority for inventory and field studies on 65% C permits required

Table 1.1
Alternative Comparison

(This is a comparative summary of the Proposed Plan and the Draft Planning Alternatives. More detail on Alternatives A through E can be found in the Draft Management Plan/Draft Environmental Impact Statement, published November 1998. More detail on the decisions in the Proposed Plan can be found in Chapter 2 of this document.)

	Proposed Plan (FEIS)	Alternative A (DEIS - No Action)	Alternative B (DEIS - Preferred)	Alternative C (DEIS)	Alternative D (DEIS)	Alternative E (DIES)
Research - surface disturbing	C allowed on 35% C could be allowed on 65% for extremely high value research opportunities that are not available elsewhere or which focus on protecting Monument resources at risk. The GSENM Advisory Committee could be asked for recommendations on whether research proposals merit exceptions to zone prescriptions. C permits required	C allowed within the constraints of law	C allowed on 38% C could be allowed on 62% for unique research opportunities with extremely high value C permits required	C allowed for scientific purposes on 30% C not allowed on 70% except for unique research opportunities C permits required	C allowed on 7% C could be allowed on 93% if research could not be done elsewhere, or if it directly relates to or is dependent on remoteness C permits required	C allowed if done as an interpretive tool 13% C allowed on 87% only if it cannot be done elsewhere C permits required
Signing	C allowed for a variety of purposes on 6% C allowed only for resource protection or visitor safety on 94%	C continue to provide as needed	C allowed for a variety of purposes on 7% C allowed only for resource protection or visitor safety on 32% C allowed only for resource protection on 61%	C allowed for a variety of purposes on 44% C allowed only for resource protection on 56%	C allowed for a variety of purposes on 7% C allowed only for resource protection or visitor safety on 10% C allowed only for resource protection on 83%	C allowed for a variety of purposes on 60% C not allowed on 40%
Toilets	C allowed on 6% C allowed only to protect resources on 29% C not allowed on 65%	C allowed where needed to address health and safety concerns	C allowed on 39% C not allowed on 61%	C allowed on 44% C could provide temporary facilities to accommodate research on 56%	C allowed on 17% C not allowed on 83%	C allowed on 60% C not allowed on 40%
Trail construction	C allowed for a variety of purposes on 6% C allowed only to protect sensitive resources on 94%	C allowed	C allowed for a variety of purposes on 9% C allowed only to protect sensitive resources on 91%	C allowed for research and resource protection on 44% C not allowed on 56%	C allowed for a variety of purposes on 7% C allowed only to protect sensitive resources on 93%	C allowed for a variety of purposes on 13% C allowed only to protect sensitive resources on 22% C not allowed on 65%

Table 1.1
Alternative Comparison

(This is a comparative summary of the Proposed Plan and the Draft Planning Alternatives. More detail on Alternatives A through E can be found in the Draft Management Plan/Draft Environmental Impact Statement, published November 1998. More detail on the decisions in the Proposed Plan can be found in Chapter 2 of this document.)

	Proposed Plan (FEIS)	Alternative A (DEIS - No Action)	Alternative B (DEIS - Preferred)	Alternative C (DEIS)	Alternative D (DEIS)	Alternative E (DIES)
Trail maintenance	C allowed on 6% C allowed only for resource protection on 94%	C allowed as needed	C allowed on 7% C allowed only for resource protection on 93%	C allowed on 44% C allowed only for resource protection on 56%	C allowed on 7% C minimum level of maintenance only on 93%	C allowed on 35% C minimum level of maintenance only on 65%
Transportation system	C 1,080 total miles of routes open for public or administrative use, including: -345 miles designated open for street legal vehicles only -543 miles open for street legal and non-street legal ATV and dirt bike use -192 miles open for administrative purposes only (Note: The above total does not include 20 miles of routes through private lands. Miles of routes through private lands were reported in the DEIS Alternatives A- E totals.)	C 2,167 miles of routes open (Note: The above number is slightly lower than reported in the DEIS due to minor GIS calculation errors.)	C 1,128 total miles of routes open for public or administrative use, including: -227 miles designated open for street legal vehicles only -591 miles open for street legal and non-street legal ATV and dirt bike use -310 miles open for administrative purposes only (Note: The above numbers are different than those in the DEIS, due to an error in administrative miles. See Errata for details.)	C 1,365 total miles of routes open for public or administrative use, including: -1,186 miles designated open for street legal vehicles only -non-street legal ATV and dirt bike use prohibited on all routes -179 miles open for administrative purposes only (Note: The above numbers are slightly lower than those reported in the DEIS due to minor GIS calculation errors.)	C 790 total miles of routes open for public or administrative use, including: -760 miles designated open for street legal vehicles only -non-street legal ATV and dirt bike use prohibited on all routes - 30 miles open for administrative purposes only	C 1,342 total miles of routes open for public or administrative use, including: -284 miles designated open for street legal vehicles only -976 miles open for street legal and non-street legal ATV and dirt bike use -82 miles open for administrative purposes only (Note: The above numbers are slightly lower than those reported in the DEIS due to minor GIS calculation errors.)
Utility rights-of-way (pipelines, powerlines, etc.)	C allowed on 6% C allowed on 29% where no other reasonable location exists C not allowed on 65%	C allow only those necessary	C allowed on 9% C allowed on 30% where no other reasonable location exists C not allowed on 61%	C allowed on 30% C not allowed on 70%	C allowed on 7% C not allowed on 93%	C allowed on 38% C not allowed on 62%

Table 1.1
Alternative Comparison

(This is a comparative summary of the Proposed Plan and the Draft Planning Alternatives. More detail on Alternatives A through E can be found in the Draft Management Plan/Draft Environmental Impact Statement, published November 1998. More detail on the decisions in the Proposed Plan can be found in Chapter 2 of this document.)

	Proposed Plan (FEIS)	Alternative A (DEIS - No Action)	Alternative B (DEIS - Preferred)	Alternative C (DEIS)	Alternative D (DEIS)	Alternative E (DIES)
Vegetation restoration methods	C the following methods could be used to restore natural systems and to protect sensitive resources on 100%: - chemical - biological - hand cutting - management ignited fire C mechanical not allowed on 65%	C maintain existing or allow new only to protect or enhance Monument resources C management ignited fire used to restore natural systems or to reduce hazardous fuels	C the following methods would be allowed to restore natural systems and to protect sensitive resources on 100%: - chemical - biological - hand cutting - management ignited fire C mechanical not allowed on 61%	C the following would be allowed on 86%: - chemical - biological - hand cutting - management ignited fire C mechanical not allowed on 30% C no methods allowed on 14%	C the following would be allowed for the protection of sensitive resources on 100%: - limited chemical - hand cutting - management ignited fire	C the following would be allowed as needed on 13%: - mechanical - chemical - biological - hand cutting - management ignited fire C management ignited only on 22% C management ignited fire and hand cutting only on 25% C no methods allowed on 40%
Visual Resource Management	VRM Classes: C Class II (68%) C Class III (32%)	VRM Classes: C Class II (68%) C Class III (30%) C Class IV (2%)	VRM Classes: C Class II (68%) C Class III (30%) C Class IV (2%)	VRM Classes: C Class II (68%) C Class III (30%) C Class IV (2%)	VRM Classes: C Class II (68%) C Class III (30%) C Class IV (2%)	VRM Classes: C Class II (68%) C Class III (30%) C Class IV (2%)
Water developments (non-culinary)	C could be used as a management tool: - only when the water development would not jeopardize or dewater streams or springs, and - only when there are no other means to achieve the following objectives: - for better distribution of existing livestock to protect resources - to restore or manage native species or populations	C could be used to protect or enhance resources	C could be used as a management tool throughout the Monument to protect resources or to restore natural systems	C could be used as a management tool throughout the Monument to protect resources or to restore natural systems	C no new water developments	C could be used as a management tool throughout the Monument to protect resources, to facilitate visitor use, or to manage livestock and wildlife

Table 1.1
Alternative Comparison

(This is a comparative summary of the Proposed Plan and the Draft Planning Alternatives. More detail on Alternatives A through E can be found in the Draft Management Plan/Draft Environmental Impact Statement, published November 1998. More detail on the decisions in the Proposed Plan can be found in Chapter 2 of this document.)

	Proposed Plan (FEIS)	Alternative A (DEIS - No Action)	Alternative B (DEIS - Preferred)	Alternative C (DEIS)	Alternative D (DEIS)	Alternative E (DIES)
Water quality	C request that the State accelerate identification of total maximum daily load for 303d listed waters	C water quality monitoring would continue in cooperation with the State	C request that the State accelerate identification of total maximum daily load for 303d listed waters	C request that the State accelerate identification of total maximum daily load for 303d listed waters	C request that the State accelerate identification of total maximum daily load for 303d listed waters	C water quality monitoring would be implemented when ground disturbance or other factors could adversely affect water quality. Mitigation would be required if adverse affects were detected.
Wildlife Services (formerly Animal Damage Control)	C coyote control measures would be limited to the taking of individual animals within the immediate vicinity of verified livestock kills, where reasonable livestock management measures to prevent predation have been taken and have failed C no traps, poisons, or use of M44s would be allowed	C APHIS would be urged, through amendments to existing agreements and other measures, to target individual predators, rather than predator populations	C limited to the taking of individual animals responsible for verified livestock kills, where reasonable livestock management measures to prevent predation have been taken and have failed	C limited to the taking of individual animals responsible for verified livestock kills, where reasonable management measures to prevent predation have been taken and have failed	C no animal damage control activities would take place within the Monument	C would be restricted where it conflicts with recreational use C limited to control activities that achieve and maintain natural animal population dynamics, and population distributions, or which do not conflict with this objective

